

Adults Scrutiny Panel

22 September 2015

Report title	Outcome of the consultation on the future delivery options for Oxley Day Centre and Adults short breaks service	
Cabinet member with lead responsibility	Councillor Elias Mattu Adults	
Wards affected	All	
Accountable director	Linda Sanders, People	
Originating service	Commissioning (Disabilities & Mental Health)	
Accountable employee(s)	Kathy Roper Tel. Email	Commissioning Team Manager 01902 550975 Kathy.roper@wolverhampton.gov.uk
Report to be/has been considered by	List any meetings at which the report has been or will be considered, e.g. Strategic Executive Board Cabinet	15 th September 2015 21 st October 2015

Recommendation(s) for action or decision:

The Panel is recommended to approve:

- The All Age Disability In House Provider decommissions the service at Oxley Day Centre and provides the services across the city in community venues which will improve outcomes for individuals.
- The All Age Disability service decant from the Oxley site including Oxley Moor House.
- The sites are declared surplus by the People Directorate and appropriated to the Corporate Landlord to manage as surplus assets and deal with the progression of their future use / disposal.
- The All Age Disability In House Provider Service relinquishes its lease with Corporate Landlord for the use of the Pathways to work Site in Steele Drive, Bushbury.
- The All Age Disability In house provider merge the service provision for adult short breaks from the Ernest Bold and Swan Bank sites. The new merged service provision will be delivered from the council owned Ernest Bold site.

1.0 PURPOSE

- 1.1 The purpose of the report is to outline the consultation that has been undertaken about the future options for:
- Support Plus day service currently delivered from a number of sites across the City including:
 - Oxley Day Centre
 - Pathways to work service at Bushbury woodcraft centre in Steele Drive
 - Adult Short breaks services delivered from two sites within the City.
- 1.2 The report outlines the comments received during the consultation and makes recommendations about the preferred options for the services.

2.0 BACKGROUND

- 2.1 In March 2014 Cabinet agreed that work could begin to look at the future options for all in-house services. This report provides information about the outcome of the consultation on three specific services that support people with disabilities.
- 2.2 The Support Plus service provides support for adults with a learning disability who have complex needs. When it was first commissioned it supported up to 150 people per day. At present 25 adults with a learning disability and high support needs access the service. It operates from Oxley Day Centre, Aldersley Leisure Village and Pendeford Hub. Oxley Day Centre is the last of the old style adult day training centres still operational in Wolverhampton.
- 2.3 The Pathways to Work service is managed through the Action for Independence service based at Albert Road and offers sheltered vocational training and activities at its Bushbury Woodcraft base.
- 2.4 The adult short break service is delivered from two sites within the city; Ernest Bold Court (Bilston) which is council owned and Swan Bank (Penn) which is leased from Golden Lane Housing Association.
- 2.5 The current short break service follows a residential model for people who stay overnight or for a number of days. Ernest Bold Court currently supports up to six people at a time with appropriate staffing. Swan Bank is a smaller building and can support up to four people at a time with appropriate staffing. The two services combined have the capacity to support up to 10 service users per night. Data analysis shows that over a 12 month period the average nightly usage across both of the service stood at six. The on-going transformation and service reconfiguration of Learning Disability services and the use of alternative models of care including the adult shared care service being externalised are some of the reasons why adult short break service is underutilised.

3.0 CONSULTATION PROCESS

- 3.1 A full 12 week consultation started on the 8th June 2015 about the future delivery of the three services, and it was entered onto the council consultation and engagement database. The consultation focused on the following options:
- The council decommissions Oxley Day Centre and associated buildings on the site and continues to deliver the support plus service from a range of smaller, more modern fit for purpose facilities. The service would relinquish the whole of the Oxley site to allow it to be included in the Corporate Landlord asset disposal programme.
 - The council ceases delivery of its Pathway to Work service from Bushbury Woodcraft and refers the remaining users of this service into the most appropriate of the following services; enablement, supported employment and community based activities. The All Age Disability provider relinquishes the lease of the site and it is returned to the Corporate Landlord's portfolio.
 - Wolverhampton City Council provides its overnight adult short breaks in just one place at Ernest Bold Court. This proposal would entail a restructure of staff and reduction in posts.
- 3.2 In total 171 people engaged in the consultation process which is 38% of the people invited to participate.
- 3.3 89 staff affected by the proposals across short breaks, support plus, community day opportunity and Bushbury Woodcraft services were involved in the consultation. Employees were invited to attend one of nine consultation briefing sessions meetings and were also able to give comments back via the consultation feedback forms.
- 3.4 The council commissioned Changing Our Lives to provide independent support to users of the services who were identified as not having a family member or carer to support them to understand the consultation information.
- 3.5 In addition a number of events were held with interested stakeholders including Wolverhampton Mencap and the Omega Carers Group forum.
- 3.6 During the consultation officers also promoted the use of personal budgets and direct payments as a way of maximising choice and control in line with the duties contained within the Care Act 2014. Full copies of the consultation reports are available via the links beneath; [Consultation Report - Day Opportunities v2 11_08_15.doc](#)
[Consultation Report - Short Breaks 100915 v5.doc](#)

4 OUTCOME OF CONSULTATION

4.1 Oxley Day Centre and Pathways to work

- 4.1.1 People who used services and their carers recognised the positive improvements that the proposal will deliver. They were, however, concerned about the reasons for the change and were anxious about the implementation of the proposed changes.
- 4.1.2 The ability to exercise choice is positive and was seen as very important to those people that participated. It was felt that the changes should benefit everyone and bring increased and better choices, with opportunities to meet new people and have different experiences. It was acknowledged by some that the transition of current Oxley's users to new sites must be done appropriately and with minimum disruption. Finally it was proposed that diversity and integration should be promoted and general community groups should be encouraged to utilise services alongside existing users.
- 4.1.3 As is normal when undertaking a consultation on proposed changes to service provision there were areas of concerns expressed by family carers, these included; Constant changes can cause upset to service users and impacts negatively on their quality of life and has created a level of mistrust with carers. Closing Oxley Day Centre and changing service provision means users could be separated from their friends and staff they have built relationships with and who are able to meet their needs. A number of participants in the consultation felt that the priority for the Local Authority is making savings and not the wellbeing of users. However it was pointed out throughout the consultation that the quality of service provision would be improved and that during the transition into new venues the people who use the Support Plus service at Oxley will continue to be supported by their current staff team to minimise disruption and help them adjust to the changes of venue.

4.2 The Adult Short Breaks service

- 4.2.1 Feedback on the proposal to decommission the service at Swan Bank and for the council to expand the overnight provision at Ernest Bold and support people to explore a range of other short stay solutions received positive support from family carers and staff as long as the quality of the service was not compromised. It was commented that 'Everyone is unique and different people have different disabilities and need a range of flexible services to meet individual need'. Comments from staff were also positive about the proposal as it will deliver better outcomes for more people whilst contributing to the Councils savings by achieving value for money.
- 4.2.2 Areas of concern included worries that service users from Ernest Bold and Swan Bank would have problems sharing the same accommodation given their differing needs. Ernest Bold supports people with profound and multiple disabilities and Swan Bank supports people with behaviour that challenges. It was highlighted however that many of these people access the same venues to receive day time support and that all future bed allocations would, as they currently are, be assessed to ensure compatibility with people staying as far as possible.

4.2.3 Swan Bank: The lease on this site expires in 2020 with a 12 month break. This site is included in a wider service review and its future will be dependent on the outcome of this review. Corporate Landlord will be actively engaged with any discussions between the relevant service and landlord (Golden Lane Housing Ltd) to explore an alternative use for the remaining years on the lease agreement

4.3 Personal Budgets

4.3.1 It was decided to include a question on personal budgets in the consultation questionnaire to help the council to gauge peoples understanding of how Personal Budgets (PB) could be used, and to improve the way the council provides information, guidance and payment mechanisms to make PB a more attractive alternative.

4.3.2 There was a fear that the take up of personal budgets could end up in a reduction in service provision if there were to be a shortfall in allocation. There is the perception that only the council can provide support to people with higher complex health needs. There was a concern that the quality and monitoring of external services were not as stringent as council services.

4.3.3 In addition the following was identified:

- 60% of respondents who took part in the consultation and answered the questions on personal budgets would be interested in using them to buy part of their care but felt they needed more information and support to make informed choices
- 9 % of people who responded were interested in changing provision and employing a personal assistant
- 10% of respondents would be willing to buy their short stay provision from an external provider using a PB.

4.3.4 This will be followed up by social workers when reviews are undertaken.

5.0 FINANCIAL IMPLICATIONS

5.1 The Medium Term Financial Strategy includes a savings proposal totalling £2.7 million (£1.1 million in 2015/16 and £1.6 million in 2016/17) to Implement reduced cost delivery models for Disability In House provision.

5.2 The re-design of services detailed within this report will deliver savings of £563,000 towards this target this target. [AB/03092015/N]

6.0 LEGAL IMPLICATIONS

6.1 At this stage there are legal implications in regard to the lease of the Swan Bank facility which are being progressed through legal services.

6.2 The Council has power under s122 of the Local Government Act 1972 to appropriate land which is no longer required for the purpose for which it is held to any other purpose for which it has power to acquire land. [RB/01092015/K]

7.0 EQUALITIES IMPLICATIONS

- 7.1 Initial equality analysis for users of the affected services has been refreshed in light of the preferred options; it concludes that there is no direct discrimination or adverse impacts in the light of the recommendations.

8.0 ENVIRONMENTAL IMPLICATIONS

- 8.1 There are no environmental implications associated with this report.

9.0 HUMAN RESOURCES IMPLICATIONS

- 9.1 There are human resource implications associated with this report as the recommendations impact on some council employees. The recommendations will be implemented in line with the Council's Human Resources policies and procedures.

10.0 CORPORATE LANDLORD IMPLICATIONS

- 10.1 The implications for the identified sites are as follows:
- 10.2 The Oxley Day Centre will be declared surplus by the People Directorate and appropriated to the Corporate Landlord and be managed as part of the Council's asset disposal strategy. The Corporate Landlord will deal with the progression of the marketing and sale of the asset for best consideration and following the closure of the Centre the management of the property as a surplus asset.
- 10.3 Oxley Moor House site will be declared surplus by the People Directorate and appropriated to the Corporate Landlord and be managed as part of the Council's asset disposal strategy. This site is a Future Space 'in scope' asset and therefore any property savings resulting from the vacation and disposal of this site will be appropriated to the Future Space savings programme.
- 10.4 Pathways to work, Bushbury Woodcraft based at Steele Drive; the lease for the industrial unit on Steele Drive, which is the current base for the Pathways to Work service, be relinquished with responsibility for the site being returned to the Corporate Landlord for use on the open market.
- 10.5 The surplus assets will be managed by the Corporate Landlord Service in accordance with the Corporate Landlord Board recommendations prior to disposal with a view to minimising holding costs whilst still ensuring any buildings are maintained in good order (where possible) and secured prior to disposal.
- 10.6 There will be holding costs associated with these surplus assets and the full financial savings cannot be made until the assets have been disposed of/leases terminated.

11.0 SCHEDULE OF BACKGROUND PAPERS

- 11.1 Cabinet March 2014: Managing the Budget Cuts.
Full Council 24th July 2014: Managing the Budget Cuts, the next phase.

This report is PUBLIC
[NOT PROTECTIVELY MARKED]